

# Eastwood Neighborhood Plan



APPROVED





## ACKNOWLEDGEMENTS

---

### Acknowledgements

Councilman Hal Heiner  
H. Stephen Ott, Legislative Assistant

#### Eastwood Neighborhood Task Force

Matthew Gardiner	Greg Nickels
Joseph Henning	John Powell, Jr.
Pamela Holbrook	Joseph Pusateri
Bob Marrett	Sarah Snyder
Joseph “Ron” Medley	Roger Whitehead (Advisory Member)

#### Planning & Design Services

Ken Baker, Planning Supervisor  
Steven Sizemore  
Chris French

#### Gresham, Smith & Partners

Planning Consultant

#### Special Thanks To:

Donna M. Neary, Historical Consultant  
Elite Homes, Inc.







## TABLE OF CONTENTS

---

ACKNOWLEDGEMENTS.....	i
TABLE OF CONTENTS.....	ii
INTRODUCTION.....	1
VISION STATEMENT.....	7
NEIGHBORHOOD IDENTITY.....	9
LAND USE.....	13
MOBILITY.....	19
COMMUNITY FACILITIES.....	23
RECREATION.....	25
PLAN IMPLEMENTATION.....	27
APPENDIX.....	37

## CORNERSTONE 2020

# VISION STATEMENT

IN OUR VISION OF 2020, LOUISVILLE AND JEFFERSON COUNTY IS A COMMUNITY WIDELY RECOGNIZED FOR ITS HIGH QUALITY OF LIFE, SENSE OF TRADITION AND COMPETITIVE SPIRIT. OUR CHILDREN HAVE INHERITED A LIVABLE, VIBRANT AND ECONOMICALLY DIVERSE COMMUNITY. WE HAVE CLEARLY RECOGNIZED THAT THE QUALITY OF LIFE DEPENDS UPON CONTINUED SUCCESS IN THE ECONOMIC MARKETPLACE AND AN ONGOING COMMITMENT TO THE CONSERVATION OF ENVIRONMENTAL RESOURCES WHICH DEFINE OUR HERITAGE AND ENHANCE THE LIVABILITY OF OUR COMMUNITY.

COMMUNITY RESIDENTS SHARE A SENSE OF PLACE AND TAKE GREAT PRIDE IN THEIR ESTABLISHED AND EMERGING NEIGHBORHOODS WHICH ARE CULTURALLY AND ECONOMICALLY DIVERSE. RESIDENTS ARE PROUD OF THEIR DIFFERENCES IN HERITAGE AND CULTURE. ECONOMIC AND EDUCATIONAL OPPORTUNITIES ARE AVAILABLE TO ALL RESIDENTS, IN EVERY NEIGHBORHOOD. EVERY NEIGHBORHOOD IS A SAFE PLACE TO LIVE.

THE COMMUNITY ENJOYS A RICH FABRIC OF URBAN AND SUBURBAN AREAS, INTERWOVEN WITH ENVIRONMENTAL RESOURCES, ACCESSIBLE PARKS, OPEN SPACE AND THE OHIO RIVER CORRIDOR, ALL REPRESENTING A HERITAGE OF NATURAL BEAUTY. A MULTI-MODAL TRANSPORTATION SYSTEM SERVES AND TIES TOGETHER THE ENTIRE COMMUNITY. UNIFIED GOVERNMENT SERVICES ENHANCE THE ABILITY OF THE COMMUNITY TO SPEAK WITH A SINGLE VOICE IN MATTERS RELATED TO THE INVESTMENT OF HUMAN, ENVIRONMENTAL AND CAPITAL RESOURCES.

THE CORNERSTONE 2020 VISION FOR LOUISVILLE AND JEFFERSON COUNTY IS NOTHING LESS THAN THE BEST OF THE PAST MERGED WITH THE BEST OF THE FUTURE, CREATING A COMMUNITY WHERE ALL RESIDENTS CAN GROW AND PROSPER.

# Introduction

Introduction

Vision  
Statement

Neighborhood  
Identity

Land Use

Mobility

Community  
Facilities

Recreation/  
Open Space

Plan  
Implementation

Appendix

## **Background/Purpose**

Eastwood is located in eastern Jefferson County approximately two miles from the Jefferson/Shelby County Line (Figure 1). The neighborhood has no official boundaries but is generally viewed as the area radiating from Eastwood Cut-Off Road where it intersects with Shelbyville Road (US Highway 60). The outer reaches of the neighborhood are loosely formed by Valhalla Country Club to the west, Polo Fields subdivision to the north, Long Run Road to the east, and Interstate 64 to the south (Figure 2).

Eastwood developed as a crossroads community and continues to maintain its rural character today. This unique character led to Eastwood becoming one of only five areas to be designated as a Village Form District when Louisville Metro's comprehensive plan, Cornerstone 2020 was adopted.

The potential for development in this area however is increasing, due to continued demand for housing, impending sewer extensions, and the attraction of Shelbyville Road as a regional transportation corridor. At the same time, there are several former commercial properties in the Eastwood area that are in transition, creating visual blemishes and uncertainty as to future use.

These issues have spurred interest by local residents and business owners to find ways to



*Intersection of Shelbyville Rd. and Eastwood Cutoff Rd. serves as the “front door” to Eastwood for visitors traveling east*

manage future growth and redevelopment in Eastwood in a way that will respect and enhance the area's unique qualities. The purpose of this plan is to define the concept of “village” as it applies to Eastwood; to provide recommendations to further the ongoing efforts to protect and preserve the rural atmosphere of the area, and; to stimulate and guide development in the area consistent with the village characteristics. Research prepared and relied upon for adoption of Cornerstone 2020, the Comprehensive Plan for Louisville Metro, is considered to still be valid and was relied upon in the adoption of the Eastwood neighborhood plan.



FIGURE 1

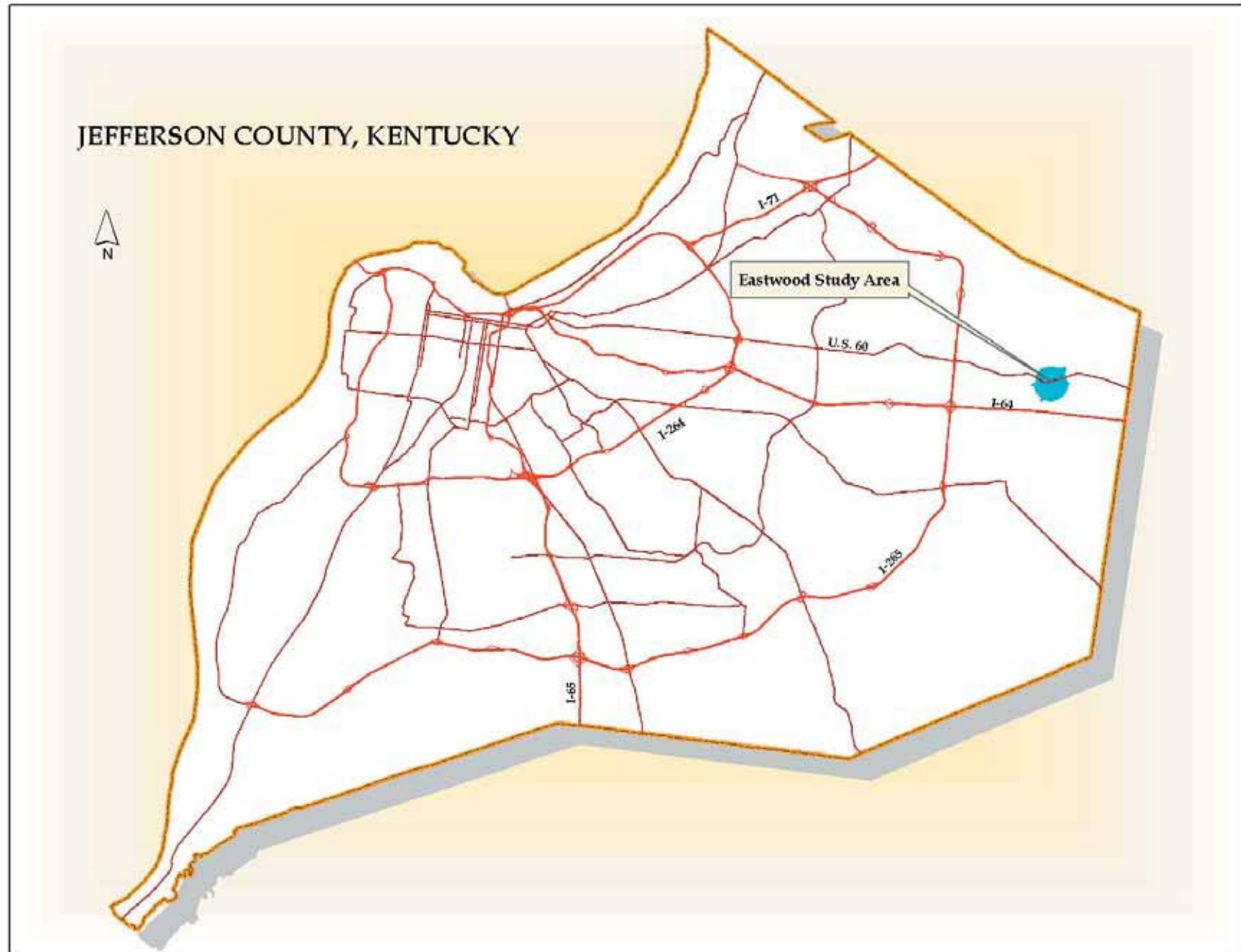
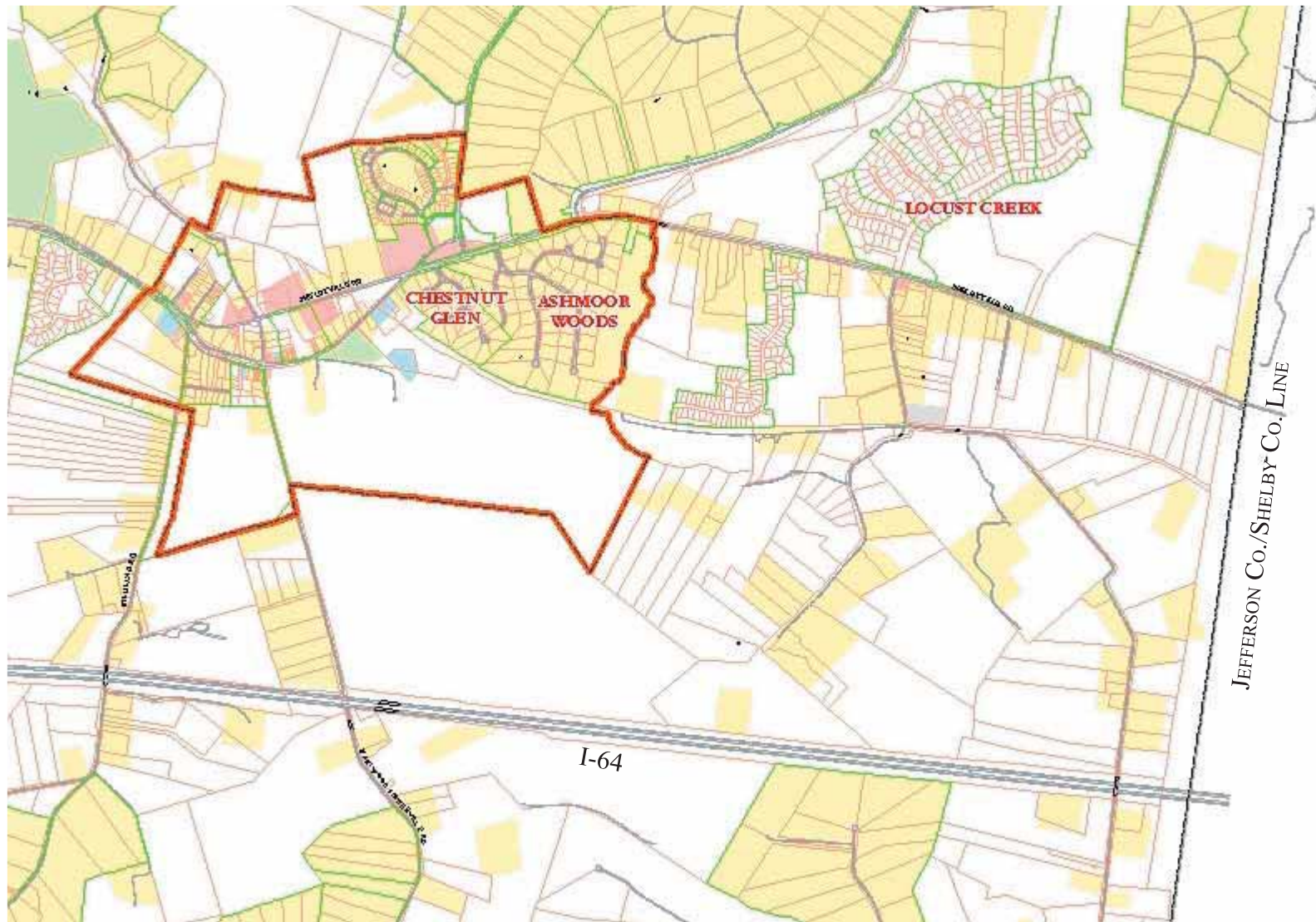






FIGURE 2

**EASTWOOD FORM DISTRICT BOUNDARY AND SURROUNDING VICINITY**





## INTRODUCTION

### **Process Overview**

Louisville Metro neighborhood planning is based on procedures established by the Metro Council and set forth in the Louisville Metro Code of Ordinances, Title XV, Chapter 161, Neighborhood Development Plans. The Code of Ordinances contains language broadly outlining the purpose and process for neighborhood planning. Neighborhood planning is administered through Louisville Metro's Department of Planning and Design Services (P&DS). P&DS staff has expanded and refined the procedures outlined in the municipal Code of Ordinances and produced a document referred to as the Neighborhood Planning "Toolkit". The Toolkit outlines specific procedures for the drafting, adoption and implementation of the neighborhood plan.

Each neighborhood plan is required to include certain basic plan elements. These elements include a neighborhood identity narrative, a vision statement, a land use/community form component, a mobility component, a plan implementation section, and an executive summary. The plan may also contain optional components to address issues unique to each neighborhood such as housing, economic development, community facilities/services, open space/recreation, urban design, historic preservation, and environmental resources.

The Eastwood neighborhood plan process began in March of 2004, with the selection of the planning consultant, Gresham, Smith and Partners (GS&P). GS&P met April 1, 2004 with District 19 Councilman Hal Heiner, P&DS staff and key neighborhood leaders to discuss the direction and scope of the neighborhood plan.

On July 26, 2004, Louisville Metro Mayor Jerry Abramson appointed the Eastwood Neighborhood Plan Task Force (ENTF), which included representatives from a variety of interest groups including residents, business owners, and area institutions. The role of the ENTF was to frame issues, provide local knowledge, and offer feedback to the consultant. The ENTF also served as the connection between the planning process and the general neighborhood, promoting the final recommendations of the plan to other



*Eastwood task force meeting*  
area residents and local decision-makers. GS&P met with P&DS staff and the taskforce members on a monthly basis throughout the course of the project.

### **Inventory**

The first step in the process of developing the neighborhood plan was to conduct an inventory of the study area. Walking and driving tours were conducted for the area to study the existing conditions including housing/building types, building setbacks and massing, pedestrian and vehicular circulation, condition of infrastructure and points of interest. Physical, cultural, and socio-economic information was obtained for the area. Additional information was gathered from sources including LOJIC data, census data, existing studies/reports, and interviews with utilities and agencies as well as key stakeholders including the ENTF members.

Infrastructure information was gathered from the local agencies and





## INTRODUCTION

utility companies. Meetings and conversations were held with the Metropolitan Sewer District (MSD), the Kentucky Transportation Cabinet and the Louisville Water Company concerning future infrastructure improvements planned for the area. Jefferson County Parks Department was contacted to discuss the condition and adequacy of parks within Eastwood as well as future plans for additional parks within the vicinity. Jefferson County Public School System was contacted. There were no immediate plans for construction of future schools in this area of eastern Jefferson County.

The data was then mapped to provide visual tools for assessing and analyzing development patterns and trends. The inventory maps are found in the Appendix and include:

- Form Districts/Overlay District and National Register District boundaries
- Land Use
- Zoning
- Topography

Cornerstone 2020 and the Louisville Metro Land Development Code were reviewed early in the process to identify guidelines and standards presently in place based on the form districts and zoning districts currently found in Eastwood.

### Analysis

Information gathered in the inventory process was used to analyze historic development patterns, building setbacks, building mass and scale and architectural styles to identify characteristics which typify Eastwood. The appropriateness of land use and existing zoning of properties within Eastwood were analyzed to identify areas which are possible conflicts with the overall character of Eastwood. Pedestrian and vehicular circulation patterns were studied to identify areas for future links or access. The boundaries of the Village Form District as identified by Cornerstone 2020 were evaluated to determine if revisions were needed to more appropriately reflect existing zoning, land use and lot patterns.



*Rail Road Tunnel*

The plans for future infrastructure development provided by the agencies and utility companies were analyzed to identify areas of potential development. These plans included projected extensions of the sanitary sewer system to the western edge of Eastwood. Although not listed in the MSD Capital Projects list, the extension of the sanitary sewer system throughout Eastwood is anticipated in the near future which could have a large impact on the quality of development in Eastwood.

In addition, future plans to expand Interstate 64 were identified and analyzed. The Kentucky Department of Transportation has allocated funds to widen I-64 from the Gene Snyder Freeway to the Simpsonville exit. There are also plans to form a committee to study placement of a future interchange from I-64 to Shelbyville Road between the Gene Snyder Freeway and Simpsonville. The location of this new interchange could have a large impact on Eastwood and the desires to maintain the character of Eastwood.



## INTRODUCTION



*Primitive Baptist Church*

A study was conducted in March of 2004 to investigate possible properties and structures to be nominated for the National Register. Donna Neary, President of Donna M. Neary, Inc., prepared the report. Eastwood was included as a part of this study. Ms. Neary presented her findings to the taskforce for consideration during the preparation of the neighborhood study. The commercial core of Eastwood was identified as a possible area for nomination to the Register as a historic district.

Extensive research of existing villages across the country was performed to identify common components of thriving villages. Information was extracted from this study to apply to Eastwood such as roadway patterns, building orientation and scale, site features, gateways and zoning relationships throughout the village.

### **Public Participation**

In addition to the monthly taskforce meetings and constant contact between the taskforce members and the residents of Eastwood, two public meetings

were held. The public meetings were used to present the progress of the neighborhood plan and to gather feedback on concepts and the general direction of the plan. Components of the plan presented at the public meetings included:

- March 29, 2005 – to present the project scope, timeline, inventory data analysis and vision statement (Eastern High School Auditorium). Approximately 150 people attended.
- June 30, 2005 – to present the Draft Neighborhood Plan (Middletown Fire Department)

The final plan will be presented to the Louisville Metro Planning Commission for its recommendation to the Louisville Metro City Council for adoption at a public hearing. This will provide yet another opportunity for the residents of Eastwood to give feedback and comments concerning the plan.



*March Meeting at Eastern High School.*



# Vision Statement

Introduction

Vision  
Statement

Neighborhood  
Identity

Land Use

Mobility

Community  
Facilities

Recreation/  
Open Space

Plan  
Implementation

Appendix

## Introduction

A vision statement is an avenue for communicating the aspirations of a community. It is used in a neighborhood plan to measure the suitability of proposed development.

The Eastwood vision statement was developed by the ENTf, using two planning techniques to help stimulate discussion. Task Force members were first asked to photograph significant landmarks to help reacquaint them with the community. Information gathered during the inventory and analysis phase also contributed to the visioning process. Using a process known as the nominal group method, Task Force members formulated and prioritized thoughts pertaining to a future Eastwood that were assembled into the following vision statement:



*Western intersection of Shelbyville Rd. and Eastwood Cutoff Rd*

*In the year 2020, Eastwood has become a model for the “village” pattern of development. The area now consists of a flourishing mixed use center within walking distance of surrounding farms, parks, open space, and planned development.*

*Auto-oriented uses found along Shelbyville Road have been successfully blended with the historic, cultural, and civic uses lining Cut-Off Road to create a well defined, inviting Village Center consisting of neighborhood serving retail, office, multi-family, and institutional uses. The transportation network in and around Eastwood now serves as an asset to the community through well planned improvements to the roadways, new pedestrian links, and opportunities for alternative transportation modes (bicycles, transit).*

*Development standards put in place years earlier have helped maintain Eastwood’s unique characteristics and respected its historical influences, creating a special sense of place. Design standards have protected historic structures and reinforced Eastwood’s “small town” character, helping ensure compatibility between new and existing structures. Appropriate oversight of both sets of standards by a thriving association of residents and business owners has balanced goals for both growth and preservation.*

*In the year 2020, the Village of Eastwood has distinguished itself as community of the future by respecting its past.*



# Neighborhood Identity

Introduction

Vision  
Statement

Neighborhood  
Identity

Land Use

Mobility

Community  
Facilities

Recreation/  
Open Space

Plan  
Implementation

Appendix

## History

Daniel Boone once described Kentucky as the “dark and bloody ground” and the area that today is known as Eastwood certainly saw its share of violence. One of Jefferson County’s bloodiest battles between the early settlers and the Indians took place just east of Eastwood, in the valley of Long Run Creek. On Sept. 14, 1781, a group of settlers was attacked by Indians in what today is known as the Long Run Massacre. Some were believed to have been buried in a ravine near the L & N railroad tracks. The next day, a party of settlers led by Col. John Floyd retaliated against the Indian party, killing their leader.



*Col. John Floyd's monument*

Five years later, Abraham Lincoln, grandfather of the future president, was killed at his homestead near what is now Long Run Park. Three years later, in 1789, a party of Indians attacked the homestead of Richard Chenoweth, an early settler of Louisville. Chenoweth’s wife was scalped but somehow survived the attack, living the remainder of her life without hair. A crumbling stone springhouse located near the intersection of Avoca Road and the L & N Railroad tracks is all that remains of the old Chenoweth home today.

In the 1800’s, Eastwood was known as “Taylor’s Station” because of an old train stop on the Taylor property north of town where a post office was also located. The Eastwood name appeared sometime thereafter. One early reference is the name Eastwood Methodist Church, which shows up in county records as early as 1851.

Transportation played a major role in the development of Eastwood. The present-day Eastwood Methodist Church is shown on the 1879 Atlas of Jefferson and Oldham Counties as “Tunnel Hill Church” to reflect the location near the railroad tunnel that L & N Railroad built under the town. The Old Stone Turnpike, a road between Louisville and Shelbyville, ran through the center of Eastwood. When U.S. 60 was routed north of Eastwood in the 1930’s, this road became known as the Eastwood Cut-Off, a name it still bears today. Between 1901 and 1910, the electric interurban train from Louisville to Shelbyville ran just south of the Cut-Off Road. By the 1940’s, the popularity of the interurban train declined as it was replaced by the automobile, and the line was eventually discontinued. Today, two reminders of the interurban line still stand; the original power station at the corner of Eastwood Cut-Off Road and Eastwood-Fisherville Road; and; the old bridge over Floyd’s Fork located west of Eastwood and just south of the Shelbyville Road bridge over Floyd’s Fork.





## NEIGHBORHOOD IDENTITY

### Defining Characteristics

Today, Eastwood still remains a small community that is largely residential. Recent development has begun to influence the pattern of development in the area, including the subdivisions of Gardiner Park, Chestnut Glen, Ashmoor Woods, and Locust Creek, which have been developed in the last 10 years. The center of Eastwood however, has remained largely unchanged, consisting of a few neighborhood oriented businesses such as the Eastwood Stove Company and Figaro's pizza and a strong presence of community facilities. The center of Eastwood has seen only modest development in recent years. The most notable addition to "downtown" Eastwood is the corporate headquarters of Elite Homes, which set a standard for integrating new construction into the area while respecting the existing character of the neighborhood.

Eastwood can be described as three distinct areas, each with its own set of defining characteristics. These are: the Shelbyville Road corridor; the Eastwood Cut-Off Road area; and the residential areas outside of the core of Eastwood. The character of the Shelbyville Road corridor has been shaped by the nature of the roadway as a major arterial link and the commercial



*The Shelbyville Road corridor bisects the center of Eastwood*



*The Davis Home is representative of the rural character in Eastwood*

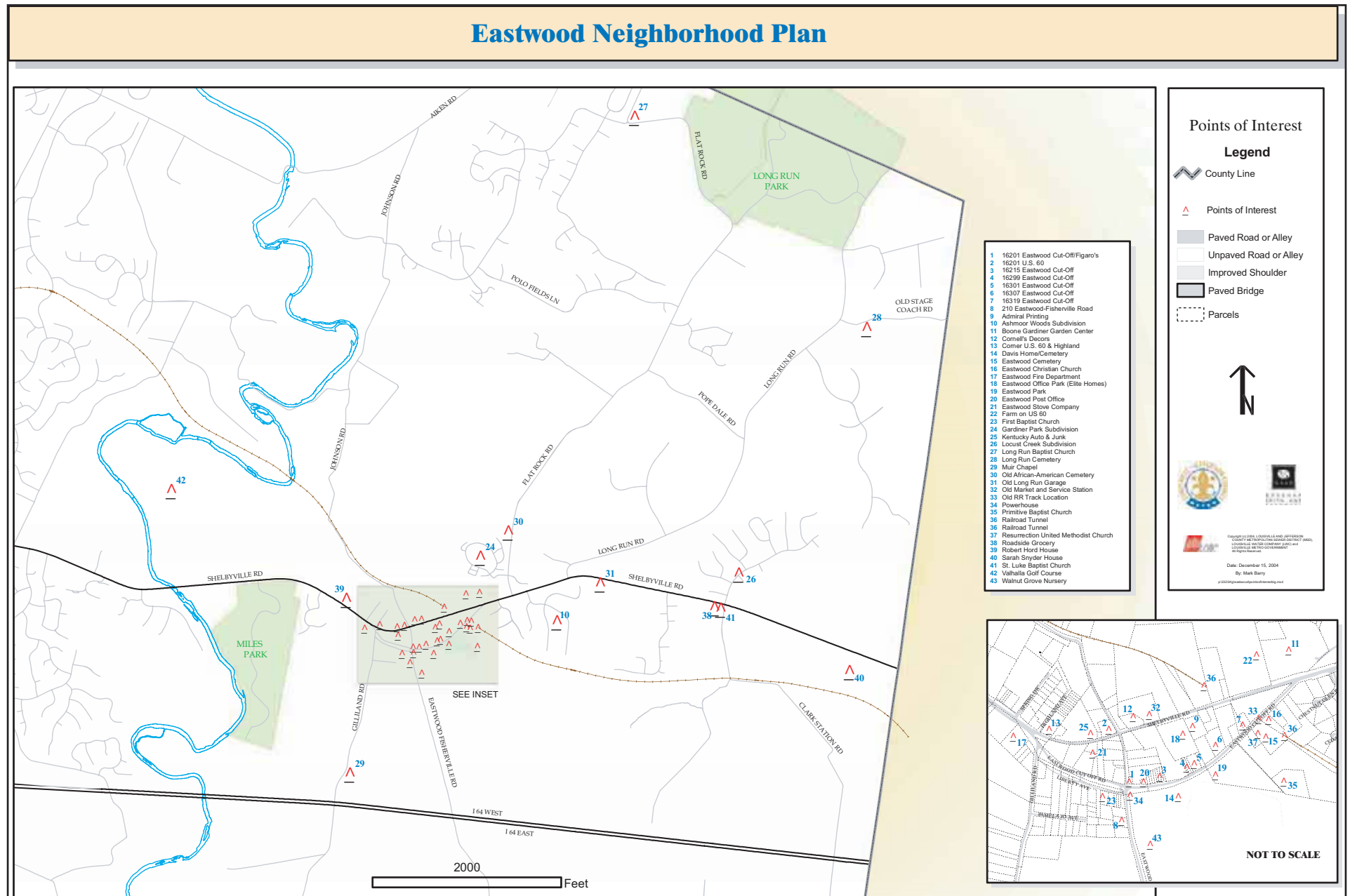
zoning along both sides. The Eastwood Cut-Off Road area in contrast, is made up of smaller lot sizes, buildings that sit closer to the roadway, and a mix of uses that lend a small village feel to the corridor. The remaining area of Eastwood can be characterized as rural-residential, with larger lot patterns and country roads following the natural topography of the land.

Many of the defining characteristics of Eastwood are tied to the area's history. As part of the neighborhood identity process, Task Force members were asked to photograph elements of the community they felt made Eastwood unique. The photographs were organized, charted and mapped to demonstrate common elements identified by the Task Force members and to visualize the physical relationships between the varying points of interest (Figure 3). The images were studied to determine relationships to the surrounding landscape and environment such as, building height, spacing between buildings and the relationship of buildings to the street and pedestrians. The images were also used to start forming the defining characteristics of Eastwood.





FIGURE 3  
EASTWOOD AREA POINTS OF INTEREST





# Land Use

Introduction

Vision  
Statement

Neighborhood  
Identity

Land Use

Mobility

Community  
Facilities

Recreation/  
Open Space

Plan  
Implementation

Appendix

## Introduction

Land use is the central element to the neighborhood planning process. Guiding decisions regarding land uses, their interrelationships, how they impact other systems, and the pattern and form they create, is fundamental in striving toward a community's vision.

The neighborhood plan offers the opportunity to evaluate existing land use and its relation to the vision established for the community. The neighborhood plan becomes the guide for developers and community leaders so that future development can occur in a way that is consistent with surrounding developments. It also provides a “big picture” view of what is envisioned for Eastwood.

Cornerstone 2020 identifies the Village Form District as being characterized by low-density residential development with higher densities in the Village Center. The village should have a center for neighborhood shops and public facilities such as churches, schools, and community centers. The center should be easily accessible by pedestrian with the automobile as a secondary focus. There should be an edge to transition to adjacent form districts.

The neighborhood pattern and form recommendations establish design guidelines which maintain and revitalize the character of Eastwood. General recommendations which apply to the entire area identified as the village



*Roadside grocery located on Shelbyville Road*

have been provided. Specific recommendations for the individual elements of a village, as outlined in the comprehensive plan, have also been detailed. These include guidelines for the center and the Outlying Village. Recommendations have also been outlined for the Shelbyville Road corridor recognizing the unique challenges of a major roadway running through the village.

## Neighborhood Pattern and Form

### **Form Districts**

Three District designations are found within the immediate area in and surrounding Eastwood, each made as part of the Cornerstone 2020 Comprehensive Plan process. These include Village Form District, Neighborhood Form District and the Floyds Fork Overlay District. In addition, Shelbyville Road is identified as a Parkway



and Gilliland and Eastwood-Fisherville Roads are listed as Scenic Corridors. The neighborhood planning process offered an opportunity to examine each of these boundaries in more detail and provide recommendations for any necessary adjustments based on existing neighborhood conditions and desired future growth patterns.

Discussions during the initial task force meetings centered around the boundary of the village and the Village Center as they were identified in Cornerstone 2020. Taskforce members discussed their sense of the Eastwood limits. Physical, political, and historical boundaries were considered including fire districts, subdivision boundaries, and watersheds. Typical characteristics of villages across the country were identified and compared to the Eastwood area. Current development patterns were reviewed in context with a village model. Existing zoning was also used to analyze the appropriateness of the boundary as identified in Cornerstone 2020.

In addition, the concept of a “walkable” community was applied to the area. This concept is based on empirical data that most people are willing to walk up to a distance of a quarter mile before choosing to travel by automobile.

All of the above issues resulted in the recommended changes to the village boundary and the Village Center as shown in Figure 4.

### Density and Zoning

Current zoning classifications found within the neighborhood area include Residential (R-4 and R-5), Commercial (C-1 and C-2), Office (OTF) and Industrial (M-2). The existing zones and the percentage of area of each zone within the Village is listed in the following table:

Zone	Percentage of Village Area
R-4	87.5
R-5	5.2
OTF	0.6
C-1	4.8
C-2	1.2
M-2	0.7



*Typical home on Eastwood Fisherville Road*

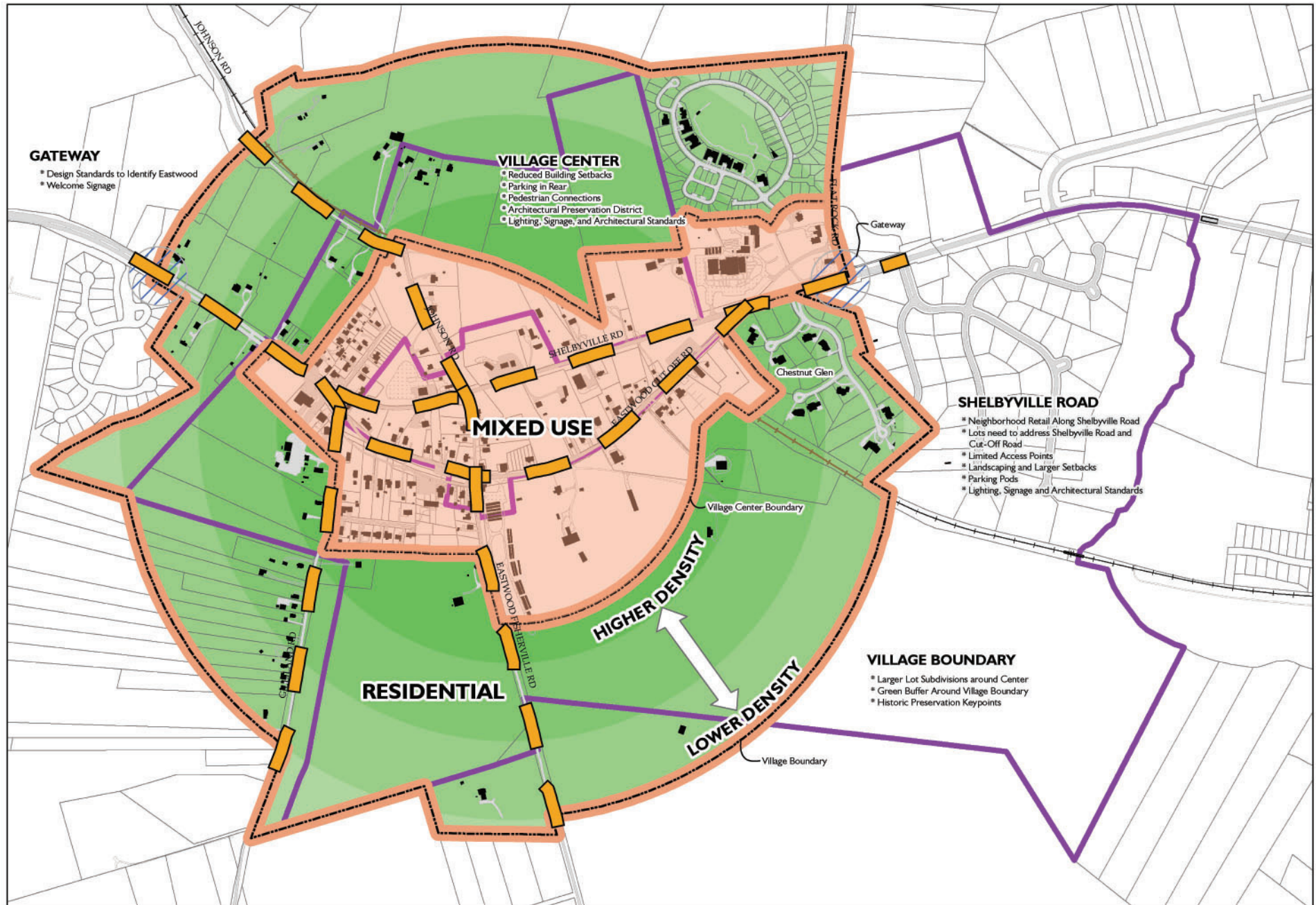
Most of the properties within the Village Center are zoned residential and commercial. There are two properties which are zoned M-2, Industrial, also located within the Village Center. These include Kentuckiana Auto Sales at 16121 Shelbyville Road and East End Welding at 116 Gilliland Road. An area-wide rezoning to downzone these properties to C-1 would permit land uses in the future which are compatible with uses envisioned for the Village Center. Current use of the M-2 properties would continue as non-conforming land uses. The requirements and restrictions of the less intense C-1 would only apply for new development and expansion.

An active association consisting of residents and business owners of Eastwood is needed to become the advocate for the vision established for Eastwood. This association, in cooperation with a review committee





## PROPOSED EASTWOOD VILLAGE FORM DISTRICT BOUNDARIES





of the Planning Commission, will evaluate the appropriateness and compatibility of new development as it is proposed for the Village of Eastwood. The proposed uses and design of the developments will be measured by the guidelines presented in the neighborhood plan.

### Design

There are common characteristics seen in successful and sustainable villages throughout the country. They are easily identified by their character and scale. Villages are compact in area, easily traversed by foot. There is a definitive boundary distinguishing the village from the surrounding land use. The roadway system within the village is usually linear in nature with a grid pattern or cross roads network. Along with this roadway network is a street corridor hierarchy establishing the relationship between the public street and the more private realm of residences. Villages accommodate a mix of uses with higher densities in the center and lower density uses extending towards the edges. A strong sense of place was a key component of the villages studied.

The Village Form District is divided into two sections in the Land Development Code. These are the Village Center and the Village Outlying. The Village Center Form District refers to the Traditional Neighborhood Form District for dimensional standards such as yard setbacks, as well as, design standards such as architectural design requirements. The Village Outlying refers to Neighborhood Form District for dimensional and design standards.

The intent of a Village Center, as described in Cornerstone 2020, is to provide services for the adjoining neighborhood. Concern over the types of uses allowed in the Village Center was a recurring theme in taskforce meetings. Eastwood's Village Center however, was seen as two distinct parts based on both form and function. It was recognized early in the planning process that the Shelbyville Road corridor, while part of the Village Center, could contain uses that serve a broader market area. Proposed retail development within the remainder of the Village Center should contain neighborhood-serving shops such as a bakery, dry cleaners or a neighborhood market. The scale and character of development in this portion of the center



*Many of the characteristics found in the architecture of this Anchorage, Kentucky building convey a “village” form*

should maintain the village atmosphere with pedestrian scale design incorporating benches and awnings on storefronts. Buildings are placed closer to the street, with on-street parking or parking in the rear of the building. Mixed use development with commercial and residential uses is also encouraged in the Village Center.

Design recommendations have been made as part of this plan to guide the character of three distinct areas--the village as a whole, the Shelbyville Road Village Center, and the remaining Village Center (Figure 5). The recommendation that generated the greatest amount of debate by the Task Force was the issue of maximum building size. While all of the Task Force members agreed that too large of a building footprint would detract from the character of a village form, consensus was not reached on what the maximum size should be.





## Land Use

Much of the debate centered around the relationship between maximum building size and specific land uses. For example, a grocery was viewed as an appropriate use within a Village Center, but many of the Task Force members felt that the trend toward large, full service groceries with footprints in excess of 60,000 square feet were out of scale.

Extensive research was completed on the subject of building size. Numerous buildings around the community, including other Village Form Districts such as the cities Anchorage and Prospect, were analyzed. Standards from communities elsewhere in the country were also reviewed. While codes varied widely, regulatory standards tended to begin with building footprints greater than or equal to 15,000 square feet. 50,000 square feet also tended to represent the maximum size that was permitted in a Village District.

FIGURE 5



The ENTTF ultimately voted 5 to 4 to recommend a maximum building footprint of 35,000 square feet. The four opposing voters all favored a maximum of 50,000 square feet, while others who voted in favor of the 35,000 square feet would have preferred less.



*Maximum building size standards were considered important to preserve and maintain the character with the village form*

